



### Ministerial Submission

14-87  
29/01/2014

FOR: MS J BISHOP (ACTION) MR ROBB (INFO)

From: Peter Tesch, FAS ISD, s 22 1(a)(ii)

Contact: s 22 1(a)(ii) Executive Officer, s 22 1(a)(ii)

Subject: HUMANITARIAN CONSEQUENCES OF NUCLEAR WEAPONS: MINISTERIAL OP-ED

**Urgency:** By 6 February for placement of op-ed before the Mexican Conference (13-14 Feb)

**Key Issues:**  
The issue of 'humanitarian consequences of nuclear weapons' has been a growing theme in recent international dialogue on nuclear disarmament and non-proliferation. It is being leveraged by those calling for a near-term ban on nuclear weapons. We propose you (Ms Bishop) place an op-ed to counter this black-and-white approach and to help reset the international discourse on this issue. We suggest the op-ed be timed for release just prior to the Second Conference on the Humanitarian Impact of Nuclear Weapons, to be held in Nayarit, Mexico, on 13-14 February 2014.

**Recommendation:**  
That you:

- (a) Note the Second Conference on the Humanitarian Impact of Nuclear Weapons will be held in Nayarit, Mexico on 13-14 February, and that Australia will be represented at director level; and
- (b) Agree to place the attached op-ed (Attachment A), preferably in print media, prior to the Mexican conference.

**Decision:**

Noted

Agreed/Not Agreed

Please Discuss

**Domestic/Media Considerations:** Yes, some Australian NGOs promote a nuclear weapon ban.

**Action:**  
  
Julie Bishop  
/ /

*Advice on media outlet, need to be short*

**Information:** Noted

Andrew Robb  
/ /

**Background:**

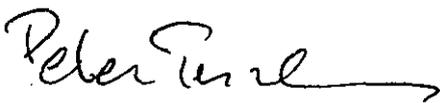
A humanitarian-centered approach to discussions on nuclear disarmament and non-proliferation is building momentum. At the last UNGA First Committee meeting on 21 October 2013, New Zealand (on behalf of the 'Group of 16' states advocating for a near-term Nuclear Weapons Convention or ban) delivered a statement on the humanitarian consequences of nuclear weapons. The statement received support from 124 countries. While Australia was in agreement with much of the statement's content we were concerned that it failed adequately to recognise the security dimensions of the debate, as illustrated by the use of the phrase "it is in the interest of the very survival of humanity that nuclear weapons are never used again, *under any circumstances*". Australia therefore issued a parallel complementary statement which acknowledged both the distinct security and humanitarian components of the debate.

2. Domestically, single issue groups, such as the International Campaign to Abolish Nuclear Weapons (ICAN) Australia, have been actively advancing their deceptively simple but ultimately misleading arguments in favour of an immediate ban on nuclear weapons.

3. Humanitarian issues around nuclear weapons will draw further attention at the upcoming Second Conference on the Humanitarian Impact of Nuclear Weapons, to be held 13-14 February in Nayarit, Mexico. ICAN will be the civil society partner to the Mexican Government for this event and has publicised the conference on its website as an opportunity to prepare the ground for negotiation of a ban on nuclear weapons. Australia will be represented (from Canberra) at director level. We have been encouraging the US and UK to attend to ensure the conference is not one-sided. Neither has been able to confirm their participation at this stage.

4. The NGO perspective has tended to colour media reporting of this issue, distorting public debate. We therefore recommend you submit an op-ed (Attachment A) shortly before the Mexican conference as a further contribution to countering the growing calls for an immediate ban on nuclear weapons and to help reset the international dialogue on this issue. Although it is longer than a normal op-ed, we believe it is worth trying to secure its placement unabridged.

5. The text has been reviewed by the Secretary and HOMs Geneva and Vienna, as well as by the Media Liason Section.



Peter Tesch  
First Assistant Secretary  
International Security Division,

Consultation: Geneva UN, Vienna UN,

File No: s 22 1(a)(ii)

**Oped: 'On the humanitarian consequences of nuclear weapons'**

*(For release: prior to 13-14 Feb Mexico humanitarian consequences conference)*

[Later this/Next] week, representatives from around the world, including Australia, will meet at a conference in Mexico to discuss the humanitarian impact of nuclear weapons.

Countless studies paint a clear picture of the terrible impact on humanity of a large-scale nuclear exchange, including through the longer-term indirect effects on human health, the environment, our climate and the global economy. For me, the images of those people who suffered the blasts in Hiroshima and Nagasaki remain haunting reminders of the importance of why a nuclear war should never be fought.

That is why Australia has long taken a prominent and active role as a staunch proponent of nuclear disarmament and non-proliferation. Successive Australian governments have worked tirelessly to achieve the goal of a world free of nuclear weapons.

But the stark reality today remains that, so long as nuclear weapons exist and countries like the DPRK continue to flaunt international law by developing them and threatening to attack others, many countries, including Australia, will continue to rely on nuclear deterrence to help prevent nuclear attack or coercion. Indeed, the horrendous humanitarian consequences of nuclear weapons are precisely why deterrence has worked.

Meeting this existential challenge will require sustained, practical steps and trust-building. It needs high-level political will and engagement, most crucially by the states with nuclear weapons, including those outside the Nuclear Non-Proliferation Treaty (NPT) framework.

Some groups and countries will seek to use this conference to push for an immediate ban on nuclear weapons. Their argument 'to ban the bomb' may be emotionally and morally appealing, but the reality is that disarmament cannot be imposed in this way. Just pushing for an immediate ban would divert attention from the sustained, practical steps needed for effective disarmament. The global community needs to engage those countries that have chosen to acquire and retain nuclear weapons and address the security drivers behind their choices. In the end, they are the only ones that can take the necessary action to disarm.

We have seen progress. The five NPT nuclear weapon states – the US, Russia, UK, France and China – have all committed to a world free of nuclear weapons. They did this through the NPT itself and have acknowledged their obligations many times since. The NPT represented a 'grand bargain' between the nuclear weapons states and the others: non-proliferation in exchange for disarmament.

The US and Russia have negotiated reductions in their nuclear arsenals. The UK and France have also announced their own unilateral cuts. President Obama announced last June that the US had reduced the role of nuclear weapons in its strategic planning and was willing to negotiate further cuts. I urge the other nuclear-armed states to follow this lead. But while there are now fewer nuclear weapons in the world than

when the NPT was signed in 1970, there is still a long way to go. We must keep up the pressure.

Australia will continue to push hard for the practical steps and political will needed to bring about the elimination of nuclear weapons. We were instrumental in pursuing a comprehensive ban on nuclear weapons tests, and have campaigned ever since to bring that treaty into effect. We also remain focused on efforts to cap the production of the fissile material used to make nuclear weapons.

Most of the steps the nuclear-armed states need to take are included in the 64-point Action Plan agreed by consensus at the NPT Review Conference in 2010. We are working with Mexico, Japan and other partners through the 12-nation Non-Proliferation and Disarmament Initiative (NPDI) to take forward that Action Plan. NPDI Ministers will next meet in Hiroshima in April to discuss further practical steps towards elimination of nuclear weapons.

We have been pressing the nuclear-armed states to provide greater transparency for their nuclear arsenals. We are encouraging them to reduce further the role of nuclear weapons in their strategic doctrines. We are pushing them to de-alert their nuclear forces to lower the risk of inadvertent use. We are seeking further reductions in their nuclear arsenals that are transparent, verifiable and irreversible. We are working towards a successful NPT Review Conference in 2015 that further strengthens the framework for global disarmament and non-proliferation.

Ultimately, we need to create an environment where all countries, including the nuclear-armed states and those who rely on their nuclear umbrella, believe themselves to be more secure without nuclear weapons than with them. Only when the nuclear-armed states accept that as an objective fact – based not just on humanitarian but also national security arguments – will we be able to achieve a world free of nuclear weapons.



### Ministerial Submission

14-348  
14/03/2014

**FOR:** MS J BISHOP (ACTION) MR ROBB (INFO)

**From:** Peter Tesch, FAS ISD, s 22 1(a)(ii)

**Contact:** Jeff Robinson, Assistant Secretary, s 22 1(a)(ii)

**Subject:** HIROSHIMA NPDI MINISTERIAL MEETING, 11-12 APRIL

**Urgency:** Before 21 March, to allow time for posts to seek bilateral meetings

**Key Issues:**  
You (Ms Bishop) will attend the next Non-Proliferation and Disarmament Initiative (NPDI) ministerial meeting on 11-12 April in Hiroshima, s 33 (a)(iii)  
  
Other challenges include s 33 (a)(iii) and NGO criticism of Australia's lack of support for a near-term nuclear weapons ban treaty.

**Recommendation:**  
That you:  
(a) Note the background, objectives and potential challenges for the next NPDI ministerial meeting in Hiroshima on 11-12 April;  
(b) Agree that we seek bilateral meetings for you in the margins of the Hiroshima meeting with counterparts from Japan, Germany, Chile, UAE and Nigeria;  
(c) Given the potential sensitivities and challenges at this meeting, agree to us briefing you directly prior to the NPDI meeting, in Canberra or Perth.

**Decision:**  
Noted  
Agreed/Not Agreed  
Agreed/Not Agreed  
  
Please Discuss

**Domestic/Media Considerations:** Yes, likely high Japanese media/Australian NGO interest

**Action:**  
  
Julie Bishop  
18/3/14

**Information:** Noted  
  
Andrew Robb  
/ /

**Background:**

You agreed to attend the Non-Proliferation and Disarmament Initiative (NPDI) ministerial meeting in Hiroshima on 11-12 April. The now 12-member NPDI was established by Australia and Japan in July 2010 to encourage full implementation of the 64-point disarmament and non-proliferation 'Action Plan' agreed at the 2010 NPT Review Conference. The NPDI has progressively gained traction and is now seen as an influential advocacy group in the NPT. Other NPDI members are Canada, Chile, Germany, Mexico, Netherlands, Nigeria, Philippines, Poland, Turkey and the United Arab Emirates.

2. s 33 (a)(iii)

A major part of Japan's NPDI program (Attachment A) seeks to have NPDI Ministers meet anti-nuclear NGOs and A-bomb survivors and visit the Peace Museum.

3. The main objective of the meeting itself will be for NPDI Ministers to endorse an agreed approach and input to the next NPT PrepCom (28 April-9 May, New York), leading up to the May 2015 NPT Review Conference. NPDI senior officials are also working on a Joint Ministerial Statement to be released at Hiroshima. That said, progress on disarmament and non-proliferation necessarily remains incremental, requiring sustained effort with rare opportunities for big 'announceables'.

4. s 33 (a)(iii), s 33 (b)

5. Another potential difficulty could be criticism by ICAN or other NGOs of Australia's lack of support for a ban treaty. But this could be an opportunity for you to again outline Australia's strong disarmament and non-proliferation credentials, and our support for *effective* progress towards a world without nuclear weapons, that also engages the nuclear-armed states.

6. Following consultation with geographic branches we propose seeking bilateral meetings for you with counterparts at the NPDI meeting: s 22 1(a)(ii)

Peter Tesch  
First Assistant Secretary  
International Security Division,

**Consultation:** Geographic branches

**File No:** s 22 1(a)(ii)

Draft Program of

Non-Proliferation and Disarmament Initiative 8th Ministerial Meeting in Hiroshima

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as of 19 February 2014

	Thursday 10 April	Friday 11 April	Saturday 12 April
AM		{ Senior Official Meeting (Continuing ) (and Walk Thourgh (Venue: Grand Prince Hotel) )	8:05- 8:35 Visit to the Cenotaph for the A-bomb Victims and Dedication of Flowers (Venue: Peace Memorial Park)  8:40- 9:20 Visit to the Peace Memorial Museum (Venue: Peace Memorial Museum)  9:30-10:10 A-bomb Survivor Testimony (Venue: Dahlia Room, B2F, International Conference Center Hiroshima)  10:15 Departing from Peace Memorial Park  10:30 Arrival at Grand Prince Hotel  10:40-12:40 NPDI Ministerial Meeting (Venue: Grand Prince Hotel)
Lunch			12:50-14:20 Working lunch (Venue: Grand Prince Hotel)
PM	13:00- { Senior Official Meeting (Venue: Grand Prince Hotel) }	13:00-15:45 Nuclear Disarmament Symposium (Venue: Himawari Hall, B2F, International Conference Center Hiroshima)  16:30-17:50 Dialogue between Foreign Ministers and Representatives of Civil Society (Venue: Grand Prince Hotel)	14:45-15:15 Joint press conference (Venue: Grand Prince Hotel)  (Bilateral Meetings)
Dinner		18:30- Reception Dinner hosted by the Minister for Foreign Affairs of Japan and the NPDI Ministerial Meeting Support and Promotion Council of Hiroshima (Venue: Grand Prince Hotel)	

## ATTACHMENT B

canberratimes.com.au  
**The Canberra Times**

## **We must engage, not enrage nuclear countries**

Julie Bishop

Published: February 14, 2014 - 3:00AM

This week, representatives from around the world, including Australia, are meeting at a conference in Mexico to discuss the humanitarian impact of nuclear weapons.

Countless studies paint a terrible picture of the impact on humanity of a large-scale nuclear exchange, including through longer-term effects on human health, the environment, our climate and the global economy. The images and stories of those who suffered in Hiroshima and Nagasaki remain haunting reminders of why a nuclear war should never be fought.

That is why, under successive governments, Australia has actively supported nuclear disarmament and non-proliferation and worked towards the goal of a world free of nuclear weapons. But the stark reality today remains that as long as nuclear weapons exist, many countries will continue to rely on nuclear deterrence to help prevent nuclear attack or coercion. Indeed, the horrendous humanitarian consequences of nuclear weapons are precisely why deterrence has worked.

Meeting this existential challenge needs sustained, practical steps. It needs high-level political will, most crucially from states with nuclear weapons, including those outside the nuclear non-proliferation treaty.

Some will seek to use this week's conference to push for a ban on nuclear weapons. Their argument "to ban the bomb" may be emotionally appealing, but the reality is that disarmament cannot be imposed this way. Just pushing for a ban would divert attention from the sustained, practical steps needed for effective disarmament. The global community needs to engage those countries that have chosen to acquire nuclear weapons and address the security drivers behind their choices. They are the only ones that can take the necessary action to disarm.

We have seen progress. The five NPT nuclear weapon states - the US, Russia, Britain, France and China - have committed to a world free of nuclear weapons through the treaty, the "grand bargain": disarmament in exchange for non-proliferation.

The US and Russia have negotiated arsenal reductions. Britain and France have also announced their own unilateral cuts. US President Barack Obama announced last June that the US had reduced the role of nuclear weapons in its strategic planning and was willing to negotiate further cuts. I urge the other nuclear-armed states to follow this lead.

But while there are now fewer nuclear weapons than when the treaty was signed in 1970, more states have them and some states' arsenals are still growing. So there is still a long way to go. We must keep up the pressure.

Australia will continue to push hard for the practical steps and political will needed to bring about the elimination of nuclear weapons. We were instrumental in pursuing a comprehensive ban on nuclear tests, and have campaigned ever since to bring that treaty into effect. We remain focused on efforts to cap the production of fissile material used to make nuclear weapons.

Most of the steps the nuclear-armed states need to take are included in the 64-point action plan agreed to at the 2010 nuclear non-proliferation treaty review conference. We are working with Japan, Mexico and other partners through the 12-nation Non-Proliferation and Disarmament Initiative to take forward that action plan. Initiative ministers will meet in Hiroshima in April to discuss further practical steps towards elimination of nuclear weapons.

We are pressing the nuclear-armed states to provide greater transparency for their nuclear arsenals. We are encouraging them to reduce further the role of nuclear weapons in their strategic doctrines. We are pushing them to "de-alert" their nuclear forces to help lower the risk of inadvertent use. We are seeking further reductions in their nuclear arsenals that are verifiable and irreversible. We are working towards a successful 2015 treaty review conference that further strengthens the disarmament and non-proliferation framework.

Ultimately, we need to create an environment where all countries, including the nuclear-armed states, believe themselves to be more secure without nuclear weapons. Only when the nuclear-armed states accept that as an objective fact - based not just on humanitarian but also security arguments - will we be able to achieve a world free of nuclear weapons.

**Julie Bishop is Foreign Affairs Minister.**

*This story was found at: <http://www.canberratimes.com.au/comment/we-must-engage-not-enrage-nuclear-countries-20140213-32n1s.html>*



**Ministerial Submission**

14-1448  
01/10/2014

**FOR: MS J BISHOP (ACTION) MR ROBB (INFO)**

**From: Peter Tesch, s 22 1(a)(ii)**

**Contact: s 22 1(a)(ii) Dir NPS, s 22 1(a)(ii)**

**Subject: UNGA 69 FIRST COMMITTEE: STATEMENT ON THE HUMANITARIAN CONSEQUENCES OF NUCLEAR WEAPONS**

**Urgency: By 10 October, in time to table at UNGA 69**

**Key Issues:**

At UNGA 2013 New Zealand put forward a statement on the Humanitarian Consequences of Nuclear Weapons that was supported by 125 states. Australia and like-mindeds, concerned that the statement ignored key security dimensions of the disarmament debate, issued a complementary statement. NZ is again tabling a statement at UNGA 69 as part of a strategy to promote a nuclear weapons ban treaty. We recommend responding in good company, as last year, injecting greater reality into this debate, with a view to the likelihood that ban treaty advocates will soon push for a start to negotiations.

**Recommendation:**

That you:

- (a) note we support the humanitarian consequences discourse but a realistic approach to effective disarmament must involve the nuclear weapon states and take account of the security dimensions of nuclear weapons
- (b) agree we should help shape the debate at UNGA First Committee by again putting forward our views (with like-mindeds) in the attached statement on the humanitarian consequences of nuclear weapons
- (c) note the likelihood that proponents of a ban treaty will use the humanitarian consequences issue at the forthcoming Vienna humanitarian impact conference and at the 2015 NPT Review Conference to soon push for a start to ban treaty negotiations.

**Decision:**

Noted

Agreed/Not Agreed

Noted

Please Discuss

**Domestic/Media Considerations: Yes, disarmament NGOs will be critical of Australian views**

**Action:**

Julie Bishop

19/10/14

**Information:**

Noted

Andrew Robb

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**Background:**

At UNGA First Committee this year, as at UNGA 68, New Zealand will table a statement on the Humanitarian Consequences of Nuclear Weapons. A key phrase in the statement that causes us concern will be: “It is in the very interest of the survival of humanity that nuclear weapons are never used again, *under any circumstances*” (see attachment A). While we support the thrust of the NZ statement, we cannot accept the assertion in italics which conflicts with Australia’s views on deterrence and our long-standing position that nuclear weapons serve a fundamental strategic purpose: to deter nuclear attack or coercion on Australia as long as we face a nuclear weapons threat. s 33 (a)(iii), s 33 (a)(i)

2. We propose to table a statement (attachment B) complementary to the NZ statement which, while acknowledging the horrific humanitarian consequences of nuclear war, also emphasises the need to address the security dimensions of nuclear weapons if there is to be realistic progress in effective disarmament.

3. We have shared the attached draft statement with like-minded states s 33 (a)(iii) through our Embassy in Geneva, in advance of First Committee. Responses so far have acknowledged the need for a continued realistic approach to the humanitarian consequences debate. s 33 (a)(iii), s 33 (b)

4. Looking further ahead, Austria will host the Third Conference on the Humanitarian Impact of Nuclear Weapons in December in Vienna, which Australia will attend. In a subsequent submission we will seek your views on a proposal to argue in company with like-minded (s 33 (a)(iii)) that, while we acknowledge the humanitarian impact discourse, we do not support unrealistic proposals for a near-term ban treaty which do not involve the P5 and do not address the security dimensions of nuclear weapons. We will argue that the NPT has already established a global norm for the elimination of nuclear weapons and that we must take a realistic, pragmatic approach to disarmament if it is to be effective. We do not expect any P5 states to attend this conference (they did not attend the two previous conferences).

5. We expect momentum for a near term nuclear weapons ban treaty will grow in the lead-up to the 2015 NPT Review Conference as more states are swayed by the simplistic call to ban nuclear weapons, despite there being no real prospects of reducing arsenals unless nuclear-armed states are engaged and supportive. It is probable that proponents of a ban treaty could table a draft treaty text at UNGA in 2015, seeking to start negotiations, especially if the NPT RevCon is seen to have failed. Effective progress will require long-term measures to build the trust necessary for nuclear-armed states to further negotiate down their arsenals. This is where the focus needs to be s 33 (a)(iii)

Peter Tesch  
First Assistant Secretary  
International Security Division,

**Consultation:**

File No: s 22 1(a)(ii)

**UNGA 69: First Committee**  
**Joint Statement on the Humanitarian Consequences of Nuclear Weapons**

Mr Chairman

I am taking the floor on behalf of the following Member States: [...].

Our countries are deeply concerned about the catastrophic humanitarian consequences of nuclear weapons. Past experience from the use and testing of nuclear weapons has amply demonstrated the unacceptable humanitarian consequences caused by the immense, uncontrollable destructive capability and indiscriminate nature of these weapons. The fact-based discussion that took place at the first and second Conferences on the Humanitarian Impact of Nuclear Weapons, convened respectively by Norway in March 2013 and by Mexico in February of this year, has allowed us to deepen our collective understanding of those consequences. A key message from experts and international organisations was that no State or international body could address the immediate humanitarian emergency caused by a nuclear weapon detonation or provide adequate assistance to victims.

The broad participation at those Conferences, with attendance most recently in Nayarit, Mexico, by 146 States, the ICRC, a number of UN humanitarian organisations and civil society, reflected the recognition that the catastrophic humanitarian consequences of nuclear weapons are a fundamental and global concern. We warmly welcome Austria's announcement of a third Conference, scheduled for 8-9 December 2014. We firmly believe that it is in the interests of all States to participate in that Conference, which aims to further broaden and deepen understanding of this matter, and we welcome civil society's ongoing engagement.

This work is essential, because the catastrophic consequences of nuclear weapons affect not only governments, but each and every citizen of our interconnected world. They have deep implications for human survival; for our environment; for socio-economic development; for our economies; and for the health of future generations. For these reasons, we firmly believe that awareness of the catastrophic consequences of nuclear weapons must underpin all approaches and efforts towards nuclear disarmament.

This is not, of course, a new idea. The appalling humanitarian consequences of nuclear weapons became evident from the moment of their first use, and from that moment have motivated humanity's aspirations for a world free from this threat, which have also inspired this statement. The humanitarian consequences of nuclear weapons have been reflected in numerous UN resolutions, including the first resolution passed by this Assembly in 1946, and in multilateral instruments including the Nuclear Non-Proliferation Treaty. The world's most eminent nuclear physicists observed as early as 1955 that nuclear weapons threaten the continued existence of mankind and that a war with these weapons could quite possibly put an end to the human race. The First Special Session of the General Assembly devoted to Disarmament (SSOD-1) stressed in 1978 that "nuclear weapons pose the greatest danger to mankind and to the survival of civilisation." These expressions of profound concern remain as compelling as ever. In spite of this, the humanitarian consequences of nuclear weapons have not been at the core of nuclear disarmament and nuclear non-proliferation deliberations for many years.

We are therefore encouraged that the humanitarian focus is now well established on the global agenda. The 2010 Review Conference of the NPT expressed “deep concern at the catastrophic humanitarian consequences of any use of nuclear weapons”. That deep concern informed the November 26 2011 resolution of the Council of Delegates of the Red Cross and Red Crescent Movement, and the decision in 2012 of this General Assembly to establish an open-ended working group to develop proposals to take forward multilateral nuclear disarmament negotiations. It underlies the Community of Latin American and Caribbean States’ call to the international community, in August 2013, to emphasise the humanitarian consequences of nuclear weapons during any discussion of nuclear issues. In September 2013, at the High-Level Meeting on Nuclear Disarmament, numerous leaders from around the world again evoked that deep concern as they called for progress to be made on nuclear disarmament. 125 countries supported the Joint Statement on the Humanitarian Consequences of Nuclear Weapons delivered at the 2013 First Committee. Today’s statement again demonstrates the growing political support for the humanitarian focus.

It is in the interest of the very survival of humanity that nuclear weapons are never used again, under any circumstances. The catastrophic effects of a nuclear weapon detonation, whether by accident, miscalculation or design, cannot be adequately addressed. All efforts must be exerted to eliminate the threat of these weapons of mass destruction.

The only way to guarantee that nuclear weapons will never be used again is through their total elimination. All States share the responsibility to prevent the use of nuclear weapons, to prevent their vertical and horizontal proliferation and to achieve nuclear disarmament, including through fulfilling the objectives of the NPT and achieving its universality.

We welcome the renewed resolve of the international community, together with the ICRC and international humanitarian organisations, to address the catastrophic humanitarian consequences of nuclear weapons. By raising awareness about this issue, civil society has a crucial role to play side-by-side with governments as we fulfil our responsibilities. We owe it to future generations to work together to do just that, and in doing so to rid our world of the threat posed by nuclear weapons.

## UNGA 69 First Committee 2014

### On the humanitarian impact of nuclear weapons

Joint statement presented on behalf of Australia .....

The renewed global focus on the humanitarian impact of nuclear weapons has re-energised concerns about the horrific consequences for humanity that would result from a nuclear conflict, a major nuclear weapons accident, or a terrorist attack involving fissile material. It is our concern about the continuing nuclear risks to humanity, and a desire for a peaceful future for successive generations, which underpins our long-standing advocacy for effective progress on nuclear disarmament and non-proliferation, particularly through the NPT.

We stress the significance of spreading awareness of the humanitarian impact of nuclear weapons across borders and generations. In order to foster further momentum for achieving a world free of nuclear weapons, we need this generation – especially in nuclear-armed States - to fully comprehend why we must resolutely strive for a world without nuclear weapons. It is in this context that we welcome the statement delivered by New Zealand on behalf of a large number of countries on the humanitarian consequences of nuclear weapons. It is in the interests of the very survival of humanity that nuclear war must never occur.

We acknowledge that there have been significant reductions in the number of nuclear weapons worldwide since the end of the Cold War. However, more than 16,000 nuclear warheads still exist, many of which remain, dangerously, on high alert status. Several nuclear weapon States, and non-NPT States possessing nuclear weapons, disturbingly, continue to produce new nuclear weapons.

It is therefore crucial that all States more resolutely and urgently fulfil their disarmament commitments and work to ensure these weapons are not used and do not proliferate. Banning nuclear weapons without engaging substantively and constructively with those states that possess them will not guarantee their elimination. The reality is that only the States which possess nuclear weapons can take the actions to further disarm.

To create the conditions that would facilitate further major reductions in nuclear arsenals and eventually eliminate them requires the global community to cooperate to address both the important security and the humanitarian dimensions of nuclear weapons. It will also require effort to further reduce levels of hostility and tension between States - particularly between those possessing nuclear weapons - and to pursue confidence-building measures (CBMs) such as enhanced transparency of existing nuclear arsenals and a reduced role for nuclear weapons in military doctrines. We note with disappointment the current increased tensions between nuclear weapon states and encourage them to continue to nevertheless seek further CBMs and nuclear arsenal reductions.

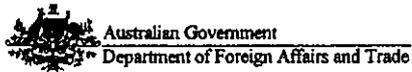
We must simultaneously advance non-proliferation and disarmament and create a more peaceful world. Practical contributions we can make would be to unblock the world's key disarmament negotiating forum, the Conference on Disarmament; begin negotiations for a Fissile Material Cut-off Treaty; and bring into force the

Comprehensive Nuclear Test Ban Treaty. Nuclear Weapon States must make further cuts in their nuclear arsenals, take off high alert all nuclear warheads and reduce the role and significance of nuclear weapons in their defence doctrines. They should also commit to cease production of any new nuclear weapons. The International Atomic Energy Agency's powers of inspection, verification and reporting on global proliferation risks must also be strengthened.

The Treaty on the Non-Proliferation of Nuclear Weapons is the cornerstone for progress towards total nuclear disarmament. Over its 46 year history, the NPT has established a global norm that we must preserve: the world wants to eliminate nuclear weapons and the NPT embodies this in a "grand bargain". Under this grand bargain non-nuclear weapon states have agreed to not develop nuclear weapons in return for the five NPT nuclear weapon states making progress in eliminating their nuclear weapons. We also call upon non-NPT states which have since developed their own nuclear weapons to join this grand bargain.

As agreed in Article VI of the NPT a multilateral framework or treaty on general and complete disarmament under strict and effective international control will have to be negotiated to underpin a world without nuclear weapons. But we have to accept that the hard practical work necessary to bring us closer to a world free of nuclear weapons take time and sustained effort. We need to work methodically and with realism if we are going to attain the necessary confidence and transparency to bring about nuclear disarmament. There are no short cuts.

We look forward to a productive and inclusive discussion at the Third Conference on the Humanitarian Impact of Nuclear Weapons in Vienna which we trust will contribute constructively to a successful outcome of the NPT Review Conference in 2015.



### Ministerial Submission

14-1759  
25/11/2014

**FOR:** MS J BISHOP (ACTION) MR ROBB (INFO)  
**From:** Peter Tesch, FAS ISD, s 22 1(a)(ii) **Contact:** s 22 1(a)(ii) Dir NPS, s 22 1(a)(ii) **7 5 NOV 2014**  
**Subject:** VIENNA CONFERENCE ON THE HUMANITARIAN CONSEQUENCES OF NUCLEAR WEAPONS, 8 - 9 DECEMBER 2014

**Urgency:** 2 December, in advance of delegation departure

**Key Issues:**

Momentum to “ban the bomb” is gathering, and the Vienna Conference will be a milestone for States wanting to negotiate a nuclear weapons ban treaty. 155 states supported the UNGA69 New Zealand statement on humanitarian consequences while 20 supported the complementary Australian statement. After much lobbying the US has agreed to attend the Vienna conference; s 33 (b)

We propose making a national statement which continues to assert the importance of security dimensions while advocating practical, realistic nuclear disarmament measures.

**Recommendation:**

That you:

- (a) agree to the attached statement to be delivered by the Australian delegation to the Vienna Conference on the Humanitarian Consequences of Nuclear Weapons, 8 – 9 December 2014

**Decision:**

Agreed/Not Agreed

Please Discuss

**Domestic/Media Considerations:** Yes, disarmament NGOs will criticise Australian position

**Action:**

Julie Bishop  
12/14

**Information:**

Noted

Andrew Robb  
/ /

**Background:**

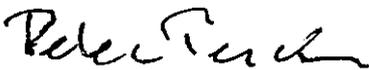
The Austrian MFA has assured us that their objective at the Vienna Conference is to further the humanitarian consequences discourse, not seek commencement of negotiations for a treaty to ban nuclear weapons. But it is clear that momentum is gathering behind the ban treaty idea. At the February 2014 Nayarit Humanitarian Consequences conference, attended by 146 states, the Mexican Chair declared that the time had come to initiate a “diplomatic process” to negotiate a legally binding instrument to outlaw nuclear weapons. The New Zealand humanitarian consequences statement at UNGA69 garnered the support of 155 states (up from 125 at UNGA68). This compares with the 20 states supporting the complementary Australian statement (18 at UNGA68). The vocal international NGO disarmament community and ban-treaty supporter states will use Vienna to develop a strategy to commence negotiations. The P5 remain opposed to any ban treaty negotiations, arguing this would undermine existing disarmament architecture. India and Pakistan are also sceptical if only because they wish to assert the Conference on Disarmament as the legitimate forum for such negotiations.

2. In a welcome development the United States will officially attend the Vienna conference (a State Department representative) based on undertakings from the conference organisers that the views of all participating states at the conference will be acknowledged in the Chair’s Statement. The US decision follows our active encouragement and will help bring balance and a sense of realism into the humanitarian consequences debate. We have also encouraged the UK to attend. s 33 (b)

3. Australian disarmament NGOs have criticised the government for not joining the growing movement to start ban treaty negotiations. They have argued that Australia should abandon its reliance on extended nuclear deterrence because deterrence encourages nuclear proliferation. The Vienna conference will also include a focus on the humanitarian impact of nuclear testing: Austria has invited an indigenous elder from South Australia, Sue Coleman-Haseldine, to give testimony about the effect of testing in Australia. We will prepare talking points to cover any media questions on both the Vienna conference and nuclear testing in Australia.

4. We will continue to call for practical, realistic steps to progress nuclear non-proliferation and disarmament, emphasising that only the states which possess nuclear weapons can take the steps to disarm and that a realistic approach to disarmament must recognise the security dimensions of nuclear weapons. But the ban treaty idea is gaining the support of an increasing number of states and will continue to undermine realism in non-proliferation and disarmament. After the Vienna conference and in advance of the 2015 NPT RevCon we will prepare a further submission on this issue for your consideration.

5. Attached is a draft statement which we propose to deliver at the Vienna Conference. We expect NGOs (eg ICAN, Reaching Critical Will) again will react negatively to our statement. We will provide your office with talking points in good time



Peter Tesch  
First Assistant Secretary  
International Security Division,

Consultation: Vienna, Geneva UN posts

File No: s 22 1(a)(ii)

**Australian Statement at the Vienna Conference on  
the Humanitarian Impact of Nuclear Weapons  
8-9 December 2014**

Thank you for the opportunity to speak, and thank you to the Government of Austria for hosting us in this magnificent venue. We are pleased to see a diverse range of States and civil society represented at this meeting. We welcome the participation by the United States and hope that all the other nuclear armed states will add their voices to such discussions.

All of us here understand that the humanitarian consequences of nuclear war would be catastrophic. The terrible consequences of nuclear war include long-term indirect effects on human health, environment, climate and the global economy. This concern underpins all our efforts to promote effective and practical nuclear disarmament and non-proliferation.

Against that backdrop, Australia is pursuing a path that offers the most practical and realistic chance for disarmament. To be effective, disarmament must be based on high-level political will, supported by practical, sustained efforts, which we are pursuing, including through implementation of the 2010 Nuclear Non-Proliferation Treaty (NPT) Action Plan and our membership of the Non-Proliferation and Disarmament Initiative (NPDI).

Some may challenge the concept of deterrence, but it is still part of the security and defence doctrines of many States, including Australia. Deterrence remains because nuclear weapons pose an existential threat to States. One country refusing to give up its nuclear weapons imposes a

very powerful constraint against others giving up their nuclear weapons, and the deterrence they provide.

Therefore, effective disarmament must engage all the nuclear armed states substantively and constructively. It must recognise and address security as well as humanitarian concerns. Prospects for disarmament are enhanced by engaging, not alienating, those states that will need to take the action to disarm.

The existing global arms control infrastructure has already established a strong global norm against nuclear weapons use in war. The NPT contains hard-won legally-binding commitments, negotiated over 11 years, for all states parties to achieve general and complete disarmament. While some are impatient with the pace of disarmament, the NPT has been successful in preventing the proliferation of nuclear weapons. We are very wary of any process which could undermine the existing arms control framework and weaken legally-binding disarmament and non-proliferation commitments.

We must continue to encourage the Nuclear Weapon States to meet their existing NPT commitments. And we continue to call upon all nuclear-armed States to abide by the principles of the NPT. This is why we and fellow members of the Non-Proliferation and Disarmament Initiative have emphasised the importance of transparency, regular reporting, de-alerting of nuclear weapons, reducing or eliminating battlefield-deployable nuclear weapons and further reductions in arsenals. These points and many other practical, achievable steps consistent with the 2010 Action Plan are set out in a series of NPDI working papers submitted during the current NPT RevCon cycle. Key proposals were also outlined

in the joint NPDI ministerial statement made at Hiroshima in April this year. The NPDI will be submitting a further working paper to the NPT Review Conference in 2015 which synthesizes practical, realistic ideas for progress on the three pillars of the NPT.

Mr Chairman,

An effective pathway to disarmament must be inclusive. It must embolden States to reduce further their arsenals and to implement their commitments enshrined in the 2010 Action Plan. There is work to be done here, and this is where the focus of our efforts should be.

Thank you.